Fiscal Year (FY) 2004/FY 2005 Biennial Budget Estimates

Defense Prisoner of War/Missing Personnel Office (DPMO)



February 2003

DEFENSE PRISONER OF WAR MISSING PERSONNEL OFFICE Operation and Maintenance, Defense-Wide Fiscal Year (FY) 2004/FY 2005 Biennial Budget Estimates APPROPRIATION HIGHLIGHTS

(Dollars in Thousands)

Summary:

FY 2002	Price	Program	FY 2003	Price	Program	FY 2004	Price	Program	FY 2005
Actuals	Growth	Growth	Estimate	Growth	Growth	Estimate	Growth	Growth	Estimate
	<u> </u>	·							
14,958	740	877	16 , 575	763	-1,538	15,800	847	-647	16,000

Description of Operations Financed:

The Defense Prisoner of War Missing Personnel Office (DPMO) provides for the planning, policy and oversight all issues pertaining to personnel recovery and for personnel accounting from all conflicts; past, present and future. DPMO reports to, advises, and assists the Under Secretary of Defense for Policy and the Assistant Secretary of Defense for International Security Affairs for all matters relating to the process for investigation and recovery related to missing persons. In addition, DPMO has policy and oversight responsibility within the Department of Defense for the issue of Enemy Prisoners of War. DPMO is responsible for several key mission areas. These include: Policy, Control, and Oversight; Outreach; Personnel Recovery; Personnel Accounting and Information Gathering in Southeast Asia, Northeast Asia, and throughout the world to account for those missing from all conflicts including WWII and the Cold War.

DEFENSE PRISONER OF WAR MISSING PERSONNEL OFFICE Operation and Maintenance, Defense-Wide Fiscal Year (FY) 2004/FY 2005 Biennial Budget Estimates Summary of Increases and Decreases

(Dollars in Thousands)

Appropriation: Operation and Maintenance, Defense-Wide

1. FY 2003 Budget Request	15,974
2. Congressional Adjustments (Distributed)	
Personnel Recovery Needs Assessment	1,500
Total Congressional Adjustments (Distributed)	1,500
3. Congressional Adjustments (Undistributed)	
a. FECA Surcharge Reduction	-9
b. Unobligated Balance	-26
c. CSRS/FEHB Accruals	-474
Total Congressional Adjustments (Undistributed)	-509
4. Congressional Earmarks	
Section 8044 Proate Indian Lands Environment Impact	-9
Total Congressional Earmarks	-9
5. General Provisions	
a. Section 8100 Management Efficiencies	-208
b. Section 8103 Government Purchase Card	-13
c. Section 8109 Reduce Cost Growth of Information Technology	-20
d. Section 8133 Reduce Growth of Travel Cost	-12
e. Section 8105 Inflation-Revised Econmic Assumptions	-87
Total General Provisions	-340
6. FY 2003 Appropriated Amount	16,616
7. FY 2003 Rescission	0
8. Functional Transfers - In	0
9. Other Transfers - In	0
10. Functional Transfers - Out	0
11. Other Transfers - Out	0
12. Price Growth	0
13. Program Increases	0
14. Program Decreases	-41

DEFENSE PRISONER OF WAR MISSING PERSONNEL OFFICE Operation and Maintenance, Defense-Wide Fiscal Year (FY) 2004/FY 2005 Biennial Budget Estimates Summary of Increases and Decreases (Dollars in Thousands)

Appropriation: Operation and Maintenance, Defense-Wide

15. Revised FY 2003 Estimate	16,575
16. Price Changes	763
17. Transfers - In	0
18. Transfers - Out	0
20. Program Decreases	
a. Personnel Recovery Needs Assessment	-1,523
b. Other Contracts	-15
Total Program Decrease	-1,538
21 FY 2004 Budget Request	15,800
22 Price Changes	847
23 Transfers - In	0
24 Transfers - Out	0
25 Program Decreases	
26 Other Contracts	
Total Program Decrease	-647
27 FY 2005 Budget Request	16,000

DEFENSE PRISONER WAR MISSING PERSONNEL OFFICE Operation and Maintenance, Defense-Wide Fiscal Year (FY) 2004/FY 2005 Biennial Budget Estimates Manpower Changes in Full-Time Equivalent End Strength FY 2002 through FY 2005

Foreign National

		US Direct Hire	US Direct Hire	Indirect Hire	<u>Total</u>
1.	FY 2002 FTEs	63			63
	Changes	0			0
2.	FY 2003 FTEs	69			69
	Changes	0			0
3.	FY 2004 FTEs	69			69
	Changes	0			0
4.	FY 2005 FTEs	69			69
	Changes	0			0
5.	Summary: O&M, Defense-Wide				
	FY 2002				
	O&M Total	69			69
	Direct Funded	69			69
	Reimbursable Funded	0			0
	FY 2003				
	O&M Total	69			69
	Direct Funded	69			69
	Reimbursable Funded	0			0
	FY 2004				
	O&M Total	69			69
	Direct Funded	69			69
	Reimbursable Funded	0			0
	FY 2005				
	O&M Total	69			69
	Direct Funded	69			69
	Reimbursable Funded	0			0

Defense Prisoner of War Missing Personnel Office Operation and Maintenance, Defense-wide Fiscal Year (FY) 2004/FY 2005 Biennial Budget Estimates Personnel Summary

	FY 2002	FY 2003	FY 2004	FY 2005	Change FY 2003-FY 2004	Change <u>FY 2004 - FY 2005</u>
Active Military End Strength (E/S) Total	39	46	46	19	0	-27
Officer	24	31	31	14	0	-17
Enlisted	15	15	15	5	0	-10
Civilian End Strength (Total)	63	69	69	69	0	0
U.S. Direct Hire	63	69	69	69	0	0
Active Military (A/S) Total	46	46	46	19	0	-27
Officer	24	31	31	14	0	-17
Enlisted	15	15	15	5	0	-10
Civilian FTEs (Total)	63	69	69	69	0	0
U.S. Direct Hire	63	69	69	69	0	0
Outyear Summary	FY 2006	FY 2007	FY 2008	FY 2009		
oucycur bunnary	11 2000	11 2007	11 2000	11 2005		
Military End Strength	19	19	19	19		
Civilian FTEs	69	69	69	69		

Explanation:

Change: FY 2002-2003 (Civilian & Military)

Change: FY 2004 - FY 2005 (Military)

The hiring lag exist because all positions within DPMO require a TS/SCI clearance.

Authorization for 27 temporary military billets was granted through FY 2004.

I. Description of Operation Financed:

In 1996, Title 10, United States Code, Section 1501 directed the Secretary of Defense to establish an Office of Missing Persons to provide planning, policy and oversight within the Department of Defense for all issues pertaining to personnel recovery and for personnel accounting from all conflicts; past, present and future. The Secretary delegated this authority to the Defense Prisoner of War/Missing Personnel Office (DPMO). DPMO reports to, advises, and assists the Under Secretary of Defense for Policy and the Assistant Secretary of Defense for International Security Affairs for all matters relating to the process for investigation and recovery related to missing persons. In addition, DPMO has policy and oversight responsibility within the Department of Defense for the issue of Enemy Prisoners of War.

The Deputy Assistant Secretary of Defense for POW/Missing Personnel Affairs (DASD-POW/Missing Personnel Affairs) is the principal policy proponent on the Prisoner of War/Missing Personnel issue. He directs for the ASD/ISA, all policy, national security, and intelligence aspects of the subject of Service Members, civilians and selected foreign personnel who are unaccounted as a result of current and previous national conflicts. In an effort to build public credibility and trust, the DASD-POW/Missing Personnel Affairs maintains channels of communication on POW/MPA matters among the Department of Defense, Congress, POW/Missing Personnel families, veteran's organizations and the general public.

In addition, the DASD for POW/Missing Personnel Affairs provides support to the Presidentially mandated US-Russia Joint Commission on POW/MIAs. The commission works to ascertain the facts regarding American servicemen for whom there has been no accounting and whose fate remains unknown and may be resolved as a result of information available in the Former Soviet Union. Additional work by the Commission has been expanded to include research initiatives in a number of East European countries.

I. Description of Operation Financed:

DPMO is responsible for several key mission areas. These include: Policy, Control, and Oversight; Outreach; Personnel Recovery; Personnel Accounting and Information Gathering in Southeast Asia, Northeast Asia, and throughout the world to account for those missing from all conflicts including WWII and the Cold War.

II. Force Structure Summary: (N/A)

A. Activity Group

III. Financial Summary (O&M: Dollars in Thousands):

	DPM	FY 2002	Budget		Current	FY 2004	FY 2005
		<u>Actual</u>	Request	Appropriation	<u>Estimate</u>	<u>Estimate</u>	<u>Estimate</u>
		14,958	15,974	16,575	16,575	15,800	16,000
В.	Rec	onciliation Summa	ry:			CHANGE 003/FY 2003	CHANGE FY2003/FY2004
	1.	Baseline Funding				15,974	16,575
		a. Congressiona	l Adjustment	ts (Distributed)		1,500	0
		b. Congressiona	l Earmark Bi	illpayers		-9	0
		c. Congressiona	l Adiustment	s (Undistribute	d)	-509	0

FY 2003

d. General Provisions	-340	0
Appropriated Amount (Subtotal)	16,616	0
Price Change	0	763
Program Changes	-41	-1 , 538
Current Estimate	16,575	15,800
		d. General Provisions -340 Appropriated Amount (Subtotal) Price Change Program Changes 0 Program Changes

III. Financial Summary (O&M: \$ in Thousands) (Continued):

C. Reconciliation: Increases and Decreases: FY 2003 Amended President's Budget Request...... 15,974 Congressional Adjustments (Distributed) Total Congressional Adjustments (Distributed)..... 1,500 2. Congressional Adjustments (Undistributed) a. FECA Surcharge Reduction..... -9 b. Unobligated Balance..... -26 c. CSRS/FEHB Accruals..... -474Total Congressional Adjustments (Undistributed)..... -5093. General Provisions a. Section 8100 Management Efficiencies..... -2.08b. Section 8103 Government Purchase Card..... -13c. Section 8109 Reduce Cost Growth of Information Technology..... -20d. Section 8133 Reduce Growth of Travel Costs..... -12e. Section 8105 Inflation-Revised Economic Assumption.. -87 Total General Provisions..... -340

III. Financial Summary (O&M: \$ in Thousands) (Continued):

4.	Congressional Earmarks	
	Section 8044 Prorate Indian Lands Environment Impact9 Total Congressional Earmarks	9
FY	2003 Appropriated Amount	. 16
5.	Program Decrease	
	This program decrease funds a portion of42 Emergent fact-of-life requirements for: Government-wide E-Gov initiatives, adaptive planning models to reduce planning timelines, establishments of a defense Continuity Program Office, increased rent payments, additional general counsel personnel for growing security clearance adjudications, and other emergent requirements.	1
	Total Program Decrease41	L
Rev	rised FY 2003 Current Estimate	. 16
6.	Price Change	
7.	Program Decrease	

III. Financial Summary (O&M: \$ in Thousands) (Continued):

a. Personnel Recovery Needs Assessment1,523 b. Other Contracts	
Total Program Decrease	-1 , 538
FY 2004 Budget Request	15,800
8. Price Change	847
9. Program Decrease	
Other Contracts647 Total Program Decrease	-647
FY 2005 Budget Estimate	16,000

IV. Performance Criteria and Evaluation Summary:

In 1996, Title 10, United States Code, section 1501 directed the Secretary of Defense to establish an Office of Missing Persons. This legislation required the existing office (DPMO) to greatly expand the scope of its roles and responsibilities to include establishment of comprehensive and uniform procedures for determining and updating the status of missing persons, their personnel files and contents and mandated case review dating to 2 September 1945. Under these requirements, the mission has expanded to encompass policy oversight of the personnel recovery process as well as the traditional POW/MIA accounting effort. DPMO's efforts to fulfill these requirements have yielded results in the following areas:

Policy

DPMO continues to provide policy oversight and quidance over accounting for Americans from America's past wars including World War II, the Korean Conflict, Vietnam, The Cold War and The Gulf War. DPMO provides significant resource and policy advocacy for several organizations which are not directly within our command authority, but have significant roles in the historical accounting process and live, isolated personnel recovery missions. This advocacy directly contributes to maintaining funding for key components of the recovery process during the FY 04-09 POM process. Achievements as a result of this process include a budget and personnel increase for the Central Identification Laboratory - Hawaii (CILHI), in order for it to meet its mission requirements for recoveries around the world for WWII, Korea and Southeast Asian losses; continued funding for the Armed Forces DNA Identification Laboratory to produce DNA analysis in support of both CILHI and Joint Task Force operations; and restitution of staffing and funding for the Joint Task Force - Full Accounting to continue recovery operations in Southeast Asia. With the success of DPMO's advocacy efforts in FY 2000, 2001 and 2002, these organizations continue to depend on DPMO to advocate their fiscal requirements. This success will ensure continued operations for the fullest possible

IV. Performance Criteria and Evaluation Summary:

accounting of US service members who died in service to our nation. It will also help to ensure US forces are trained, equipped, and capable to respond during contingency operations.

Outreach

Families of our unaccounted for military service personnel continue to benefit from our "Family Update" program. DPMO conducts ten meetings annually at cities across the US offering families' personal attention and direct access to a team of specialists that discuss current accounting activities and efforts.

This year we reached more than 1,700 family members with information on government operations in Southeast Asia, North Korea, in China, and in multiple global areas where Americans were lost during World War II and the Cold War. Experts explained the Government's use of cutting-edge technologies being used to identify remains, including mitochondrial DNA, archival research, and other important topics. The family update was revised in FY 2002 to better suit the family's interest. The revised Family Update Program incorporates "breakout" sessions to focus our briefs on conflict-specific areas. At these meetings, families were afforded the opportunity to review details of their specific cases and discuss issues of concern with subject matter experts. To further build and extend our support for the Department's efforts, experts also met with veterans organizations and concerned citizens to present to them current information about the status of our efforts to obtain the fullest possible accounting.

DPMO continued its aggressive, multi-pronged outreach program meeting with a variety of audiences throughout the world including national veterans service organizations. The Outreach Program was expanded this year to include news articles and personal invitation letters from the Director, DPMO, to encourage attendance. These efforts resulted in a

IV. Performance Criteria and Evaluation Summary:

200% increase in attendance at Family Updates over previous years. Additionally, specific audiences that included non-government family and veterans organizations and legislative members were targeted with meetings and the DPMO Weekly Update. DPMO publishes brochures and other information for attendees at update sessions and encourages attendees to disseminate the materials, increasing publicity of our efforts. For the fourth year, National POW/MIA Recognition Day posters were printed and distributed to increase public awareness. Veterans' service and family organizations are advised of the availability of the posters, and distribution is made to all constituencies, including members of Congress. Enhancements are continually made to the DPMO Internet web site that make it more user-sensitive, user-friendly and in compliance with the mandated handicapped accessibility issues described in Section 508 of the Rehabilitation Act of 1973 (29) U.S.C. 794d). This act, as amended, requires that when federal departments develop, procure, maintain, or use Electronic and Information Technology (EIT), they shall ensure the EIT allows federal employees with disabilities to have access and use of information and data that is comparable to other employees. This also includes members of the public who have disabilities. These improvements include uniformity between database displays and currency of information displayed. Our web site continues to experience increases in the number of times it was contacted for information. Congressional and public interest in the POW/MIA issue remained high for FY 2002. DPMO answered almost 4,000 written and telephonic requests for information covering many areas. Interest remains high on progress in Vietnam War and Korean War accounting efforts. New legislation was passed in FY 2002 expanding the Coincidental Travel Assistance (Coin Assist) Program to include Korea, Cold, Vietnam, and the Persian Gulf wars. Coin Assist provides transportation for family members to attend annual government briefings on POW/MIA Affairs. This initiative contributed significantly to the number of family members who attended the annual Korean/Cold War government briefing. In FY 2002, 719 family members attended the 2002 Korean/Cold War annual government briefing compared to 131 in FY 2001. Family members

IV. Performance Criteria and Evaluation Summary:

expressed great appreciation for the government's efforts to account for those still missing.

Public interest in World War II accounting efforts continues to increase among both the public and congressional sectors. DPMO's mission remains a humanitarian one and is not linked to other political or intelligence related issues. The DASD and other DPMO officials successfully maintained open channels of communication with individual members' offices and oversight committee staff members and sustained its reputation for openness and providing requested information in a timely manner.

Personnel Recovery

Personnel recovery continues to gain increase emphasis within the Department of Defense and the interagency community. The Congress added one million dollars to DPMO's FY 2002 budget to address specifically the scope and requirements for the personnel recovery issue. DPMO promulgated a new instruction this year: DoD Instruction 1300.xx, "Isolated Personnel Training for Defense Civilian and Contractor Employees", focuses on providing DoD civilians and contractors isolation training to help them survive captivity with honor. The governing directive is DoD Directive 1300.7, Training and Education to Support the Code of Conduct.

Additionally, DPMO played a pivotal role in advocating for adequate funding of important personnel recovery related equipment development such as the Combat Survivor Evader Locator System and for continued training of our high-risk-of-capture individuals in SERE techniques. In its capacity as the DoD policy proponent for personnel recovery, DPMO has also committed to provide financial support to the only existing personnel recovery acquisition program - the Personnel Recovery Extraction Aided by Smart Sensors

IV. Performance Criteria and Evaluation Summary:

(PRESS) Advanced Concept Technology demonstration (ACTD). DPMO's total contribution of \$1.3 million dollars to this important program is critical to its success.

DPMO fulfilled its charter as prescribed in the Missing Persons Act ("coordinate with other Departments and agencies of the United States Government on all matters concerning missing personnel and personnel recovery") by facilitating and hosting the fifth annual DoD-wide personnel recovery conference in August 2002. More than 370 participants representing 125 commands, offices and agencies attended the conference. These conferences heighten awareness of Personnel Recovery (PR) at the highest levels of the U.S. government, facilitate the exchange of ideas within the recovery community, identify and resolve policy-level issues pertaining to PR within DoD and chart a course for the future of PR. The conference fully achieved all of these goals. The sixth conference will be held in August 2004.

The USD (Policy) directed DPMO to establish a Personnel Recovery Response Cell (PRRC) (DoD Directive 2310.2) for activation during personnel recovery incidents and exercise the cell to ensure the procedures and coordination channels are current and functional. DPMO continues to monitor the findings of a DPMO-initiated study supported by the Institute for Defense Analysis on the impact of operating in a coalition environment and its impact on personnel recovery. Results are being worked at various levels of DoD and the personnel recovery community.

Southeast Asia

DPMO's efforts focused on increasing the level of cooperation between the US and Vietnam, Laos and Cambodia. The DASD met with senior officials in all three countries to stress the importance of the joint effort and to encourage their assistance in POW/MIA

IV. Performance Criteria and Evaluation Summary:

areas beyond the current realm of activities. Efforts focused on expanding the breadth, pace and flexibility of investigations and recovery operations, and finding new avenues of approach for each country. Nation-specific efforts included a new unilateral investigation program in Cambodia, increased Vietnamese participation in the resolution of difficult cases, and the implementation of a senior official interview program in Analysts provided direct support to DASD meetings in all three countries, Laos. developing discussion topics and recommending discussion counterparts. In Vietnam this resulted in discussions with the deputy prime minister - the highest level official to ever meet with DoD on the accounting issue. Another first during the DASD's Vietnam visit were the high-level interviews he conducted to obtain additional POW/MIA information. Analysts represented DoD at meetings in all three countries to discuss operational issues, the resolution of last known alive cases, the oral history program, the use of trilateral witnesses, and improvements to the unilateral program. Analysts also organized and attended two US multi-agency meetings to determine next-step procedures for a total of 803 cases.

Northeast Asia

The commemoration of the 50th anniversary of the Korean War began in June 2000 and continues through July 27, 2003. DPMO significantly broadened access to the isolated nation of North Korea and dramatically expanded the overall accounting effort. As a 50-year Korean War commemorative sponsor, DPMO continues to develop its comprehensive Oral History Program contacts with Korean War Veterans. More than 1,300 former POWs and other combat veterans have provided invaluable leads on tracking the losses of our 8,100+unaccounted for servicemen. DPMO continued to refine the Personnel Missing in Korea (PMKOR) list, another public document posted on the DPMO website. This list, configured to allow the public to download it from the DPMO website by state or service, generated

IV. Performance Criteria and Evaluation Summary:

considerable public interest and more than 16,000 Internet "hits." DPMO research, in coordination with the services, enhanced and improved the list, which resulted in higher quality information for the public.

The remains recovery effort in both North and South Korea continued strong in 2002. As a result of successful negotiations with North Koreans, five recovery operations were conducted, overlapping both FY 2001 and early FY 2002, resulting in 45 remains recoveries. The Spring 2002 negotiations with the North Koreans were also successful in spite of the tensions on the peninsula, opening up a heretofore unsurveyed region: the west side of the famous Chosin Reservoir. The regions under investigation encompassed over 1,700 losses in three major battle areas. DPMO is hopeful that the winter 2002 negotiations in December 2002 will result in increased recovery options.

DPMO elicited unprecedented cooperation from the People's Republic of China (PRC) on Cold War losses that led to a DPMO and U.S. Army Central Identification Laboratory, HI survey of a 1952 crash site in Manchuria in pursuit of the remains of two aircrews. Cooperation by the Chinese was excellent, and bodes well for future initiatives with the PRC. In other Korean War accounting efforts, DPMO facilitated efforts to obtain mitochondrial DNA samples from suitable family members. Scientists now expect to use mitochondrial DNA to help identify Korean War remains. This includes four cases originally buried as unknowns disinterred from the National Memorial Cemetery of the Pacific commonly known as "The Punchbowl." Officials collected nearly 800 samples of mitochondrial DNA in 2001 for use in a family member database.

World War II

In accordance with Section 1506, Title 10, United States Code, the Defense POW/MPA Office, in conjunction with the US Army CILHI, prepared a comprehensive report to

IV. Performance Criteria and Evaluation Summary:

Congress which details progress made on World War II recoveries around the world. The USG has maintained a recovery program for WWII losses since the end of that war (on average, five WWII excavation activities are conducted annually). DPMO has made extensive contributions to acquiring sufficient funding and manpower for CILHI to maintain a robust rate of investigations and recoveries for FY 2003 and the outyears.

Cold War

From the closing days of World War II until the fall of the Berlin Wall, our nation led the struggle to save the free and democratic countries of the world from communist aggression. Since its creation in 1993, DPMO has continued our government's efforts to resolve the case of every American service member who remains unaccounted for. Specifically from the Cold War era (1946-1991), we have continued to investigate the fourteen missions in which aircrew members were lost and remain unaccounted for. DPMO published the Persons Missing Cold War (PMCOLD) database on its web page. Similar to the Persons Missing Korea (PMKOR) database already on line, PMCOLD serves as a historical record of the Cold War losses tracked by DPMO. It is expected that the information which PMCOLD makes readily available to the public will facilitate research into a period of history from which scores of US servicemen remain among the unaccounted for. availability of this information will ease the process of public research into this period of our history and continue to assure our accountability to the families of missing servicemen. Efforts by the US-Russia Joint Commission, of which the DASD is a member, to pursue Cold War loss incidents have been intensified, with a number of site visits, witness interviews and archival searches conducted in FY 2002 and anticipated into FY 2003.

IV. OP 32 Line Items:

	<u>FY 2002</u>	FY 2003	FY 2004	Change FY 2003/FY 2004
Military End Strength	2.4	2.1	21	
Officer	24	31	31	
Enlisted	15	15	15	
Total	39	46	46	0
Civilian End Strength				
U.S. Direct Hire	63	69	69	0
Military Full-Time Equivalents	24	31	31	
Officer	15	15	15	
Enlisted	39	46	46	0
Civilian Full-Time Equivalents				
U.S. Direct Hire	63	69	69	6